Bureau of Land Management
Fire Management Plan
Interim Guidance

The Interagency Fire Management Plan template was signed on May 14, 2002, by all Federal Wildland Fire Agency Directors. It directs offices to develop a collaborative approach to working cooperatively and in developing an Interagency Fire Management Plan. The template is final and the approved format for Federal fire management plans and cannot be modified.

In this example and interim guidance document, Bureau of Land Management direction has been included in each section to further clarify Bureau policy and provides guidance in writing appropriate documentation for each section of the Fire Management Plan. Not all sections have an example due to that section being self-explanatory.

I. Introduction

Template language, "*The Introduction states the needs and reasons for developing the Fire Management Plan (Plan), that the Plan will help achieve the administrative unit's - Forest, Park, Refuge, Reservation, District, etc. (unit) - land and resource management objectives. It states how the Plan meets environmental and cultural compliances (e.g., NEPA, NHPA, ESA, etc.) and briefly describes compliance actions. It summarizes the collaborative processes used to develop the underlying land management plan direction and the fire management plan, as well as additional collaborative opportunities that will be available as the fire management plan is implemented. It also identifies the authority(ies) under which the Plan is developed.*"

BLM Direction

A. Purpose

State the reasons for developing this plan. Identify that the fire management plan (FMP) will help achieve land use plan and activity level plan goals and objectives. In addition, state the requirement that fire management plans must be developed for all areas subject to wildland fires in compliance with the following: Federal Wildland Fire Management Policy and Program Review-1995 and 2001; The Interagency Fire Management Plan Template; and A Collaborative Approach for Reducing Wildland Fire Risks to Communities and the Environment: 10-Year Comprehensive Strategy Implementation Plan.

B. Relationship to Environmental Compliance

The Land Use Plan (LUP) meets the National Environmental Policy Act (NEPA) requirements as well as other State and Federal regulatory requirements. Any reference to LUP includes the Resource Management Plan (RMP) or Management Framework Plan (MFP).

The Fire Management Plan (FMP) is a document that compiles land use decisions related to fire management from the LUP and is generally considered categorically excluded from further NEPA analysis, provided it does not make decisions other than those in the LUP and other planning documents. Future site specific and project specific proposals to implement the LUP decisions will require additional environmental analysis and compliance with other relevant laws and regulations. If additional direction is necessary to implement the fire management action in the fire planning unit, it can be developed, analyzed and determined through a LUP amendment or activity plan update. While not a preferred option, the FMP can be developed and analyzed as a separate activity level plan. If the FMP is issued as a "stand alone" activity plan, NEPA analysis and a Decision Record, separate from and distinct from the LUP is required.

C. Collaboration

Identify the agency (ies) covered by this FPU. In general, this discussion focuses on certain procedural elements of the plan development process, such as the number of meetings and forums, document review periods, and other opportunities for interagency and public collaboration and comment during the development of the direction contained within the land use plan. In addition, this section may describe interagency meetings or workshops and other discussion regarding the plan. This general discussion is usually found in the LUP and can be summarized or modified appropriately as this process relates to fire management issues. Additionally, describe the collaborative processes used to develop the underlying LUP direction and the FMP, as well as additional collaborative opportunities that are available as the fire management plan is implemented (ie, shared suppression resources, personnel and facilities, cooperative management efforts-exchange of protection, Wildland Urban Interface (WUI) projects, training, prevention and education, and cooperative stewardship projects).

D. Authorities

Cite authorities and references for implementing this plan (i.e. Departmental Manual 910 and BLM Manual 9200).

The following acronyms are used in the new fire budget analysis software, Fire Program Analysis (FPA):

<u>FPA – Fire Program Analysis</u> - the new fire analysis software program that will become available in October 2004. The first module will analyze initial attack resources at the Fire Planning Unit level.

<u>FPU-Fire Planning Unit</u> –The FPU is defined to describe the geographic planning area. It can include a single or multiple LUP planning area(s), cross jurisdictional boundaries including adjacent BLM office lands, and/or other partner lands. The FPU will be a key component of the new Fire Program Analysis (FPA) software program. FPA defines a FPU as the geographic area for fire management analysis. Fire Planning Units are not predefined by the agency administrative office boundaries, and may relate to one or more agencies. They may be described spatially. A Fire Planning Unit consists of one or more Fire Management Units.

<u>FMU-Fire Management Unit</u> - An FMU is any land management area definable by objectives, management constraints, topographic features, access, values to be protected, political boundaries, fuel types, major fire regime groups, and so on, that set it apart from the management characteristics of an adjacent FMU. Fire Management Units are scalable, and cannot be separated geographically. The FMUs may have dominant management objectives and pre-selected strategies assigned to accomplish these objectives. The development of FMUs should avoid redundancy. Each FMU should be unique as evidenced by management strategies, objectives and attributes.

Example:

No specific example was developed. See BLM Direction listed above for narrative structure.

II. Relationship to Land Management Planning/Fire Policy

Template language, "*The Land Management Planning/Fire Policy section references and cites agency management policies concerning fire management and relates the Fire Management Plan to the enabling legislation and the purpose of the unit including a summary of the significant resources and values of the unit. It identifies in broad programmatic terms, the direction found in the land and resource management plans, such as goals, objectives, standards, guidelines, and/or desired future condition(s) as they pertain to fire management.*"

BLM Direction

This chapter references and cites agency management policy related to fire management including enabling legislation, special designation language and a summary of significant resource values within the FPU (i.e. Federal Land Policy Management Act 1976 (FLPMA), Monument Executive Orders, Wilderness designation, significant cultural values). State how the FMP implements the policies in the National Fire Plan and the 10 year comprehensive Strategy (i.e. guiding principles).

This section summarizes broad programmatic direction found in the LUP and associated activity level plans. It also summarizes any activity level implementation decisions guiding fire management activities. This Chapter identifies the broad LUP goals and objectives that provide guidance across all disciplines (i.e. desired future conditions).

In this Chapter, state in general terms how the FMP will help meet the direction from the LUP(s) and the associated activity level plans. Describe the goals, objectives, and desired future condition as they pertain to the FMP/fire management activities. State that the FMP follows the goals and objectives identified in the LUP. The term LUP is used in this context to describe a landscape level decision document. For BLM this document could be a RMP or MFP.

Example:

Broad programmatic direction:

- Maintain and promote greater diversity within plant communities to meet land health standards with the use of fire.

- Maintain and protect air quality to meet or exceed applicable federal and state standards and regulations.

- Maintain and protect of cultural landscapes and facilities and archaeological features in accordance with protocol set forth in the LUP

III. Wildland Fire Management Strategies

BLM Direction for Chapter III

Chapter III further refines the broad programmatic direction provided in Chapter II. This chapter provides specific guidance on how wildland fire will be managed. This chapter identifies general wildland fire management considerations, wildland fire program goals and describes the scope of the wildland fire management options for the wildland fire planning area. The last section of this chapter describes specific fire management direction for each fire management unit. This direction is critical for development of future implementation actions.

A. General Management Considerations

The Template states, "*This is a brief description to determine how wildland fire will be managed and identifies any area-wide considerations, such as interagency partnerships, regional strategies, collaborators, and collaborative processes to be incorporated in fire management strategies. The core principles of the 10 Year Comprehensive Strategy should be considered including collaboration, priority setting, and accountability.*"

BLM Direction

Follow the template language to briefly describe how wildland fire management agencies will collaborate and coordinate to implement wildland fire management direction that is consistent across the Fire Planning Unit (FPU). Ensure a map identifying the FPU is included in an accessible Geographic Information System database. Discuss agency prioritization criteria and accountability.

Example:

In order to comply with direction provided in current National Fire Plan guidance, the LUPs, the Watershed Plan, the ACEC Plan and the Wilderness Plan, all agency (ies) will implement the following fire management guidance across the FPU.

- Use fire to restore and/or sustain ecosystem health.
- Identify appropriate management response (AMR) goals, objectives, and constraints by specific Fire Management Units (FMU) within the FPU. All wildland fire management activities will be managed as described in the FMU guidance outlined in Chapter III, section D.
- Work collaboratively with communities at risk within the WUI to develop plans for risk reduction. The Federal Register Notice list is located at: http://www.fireplan.gov/ and http://www.fireplan.gov/communities_at_risk.cfm and is not totally inclusive of all communities.
- Work collaboratively with regional partners in fire and resource management across agency(ies) boundaries.
- Allow wildland fire to protect, maintain, and enhance resources. Allow fire to function in its ecological role when appropriate for the site and situation.
- Employ fire prevention strategies that reduce human ignition with special emphasis in campgrounds and transportation corridors.
- Use fire as a management tool to improve the ecological condition of range ecosystems and maintain natural plant community diversity.

B. Wildland Fire Management Goals

Template language, *"This is a list of the wildland fire management goals. These goals provide the programmatic direction for the wildland fire program. These goals should be stated in broad, programmatic terms, within the context of approved land management plan direction. Ideally these are found in approved land management plans. This section describes how the Fire Management Plan will safely and effectively contribute to achieving the goals in the unit's approved land and resource management plan.*

It is identified here how these goals contribute to accomplishing regional or national strategic plans such as the 10 Year Comprehensive Strategy, National Fire Plan, or Cohesive Strategies, as well as wildland fire policy. Fire program goals reflect the core principles and goals of the Comprehensive Strategy and the Cohesive Strategy where supported by land and resource management plans."

BLM Direction

Follow the template language to briefly describe wildland fire management goals across the FPUs. These are broad wildland fire management goals that provide guidance to meet national policies and broad (LUP) goals and objectives identified in Chapter II. The wildland fire management goals listed in this section are generally not quantifiable.

Example:

Use fire to meet upland health goals and objectives stated in the LUP.

Work with partners to prioritize and implement community risk assessments.

C. Wildland Fire Management Options

The Template states, *"This section briefly addresses the scope of wildland fire management program options that will be implemented within the administrative unit and further developed through the Fire Management Plan. It should include a brief and defensible rationale for all wildland fire management strategies that managers intend to apply in each FMU/FMZ. It may include the full range of options authorized under current policy, or a more limited range consistent with approved land management planning and resources to be protected."*

BLM Direction

Follow the template language to briefly describe the Fire Planning Unit fire management options. Briefly summarize the scope of the wildland fire management program and discuss the options used to meet fire/resource objectives throughout the FPU.

Example:

The agency (ies) within the FPU will provide an AMR on all wildland fires, with emphasis on fire fighter and public safety, minimizing suppression costs, benefits and values to be protected consistent with resource objectives, standards and guidelines. Every attempt will be made to respond to each wildland fire in a timely manner with a force mix, based upon established fire management direction as documented in approved management plans. The use of appropriate management response will allow land managers to tailor preplanned wildland fire dispatch strategies to meet objectives established in resource management plans and their associated implementation plans. Agency (ies) will implement fuels treatments, community assistance, education/mitigation programs and rehabilitation/restoration actions to implement management plan direction.

D. Description of Wildland Fire Management Strategies by Fire Management Unit

The Template states, *"Identification of fire management units/zones and strategies within the units/zones is the cornerstone for planning the management of the wildland fire program. This section must tie directly to the decisions made in the land and resource management planning process by management area, aggregated into FMUs/FMZs. This section identifies objectives, standards, guidelines, and/or future desired conditions within the FMU/FMZ and the wildland fire management strategies that will be used to accomplish them.*

An FMU/FMZ is any land management area definable by objectives, management constraints, topographic features, access, values to be protected, political boundaries, fuel types, major fire regime groups, and so on, that set it apart from the management characteristics of an adjacent FMU/FMZ. The FMUs/FMZs may have dominant management objectives and pre-selected strategies assigned to accomplish these objectives. The development of FMUs/FMZs should avoid redundancy. Each FMU/FMZ should be unique as evidenced by management strategies, objectives and attributes.

BLM Direction

The BLM will define fire management strategies based on Fire Management Units (FMUs) not the Fire Management Zones (FMZs) used in the Phase I planning and analysis. The Fire Program Analysis (FPA) software will use the term FMUs. The FMU will be used to ensure interagency consistency in fire planning efforts and analysis. FMU development focuses on key multi-resource management objectives as outlined in the LUP.

This section provides detailed discussion of fire management direction for each FMU, including resource and fire management objectives, standards, guidelines and/or desired future conditions. Fire management objectives in this Chapter are more specific than in Section B and are generally quantifiable. This information should be derived from LUPs, associated activity level plans or any agency specific management plan that provides fire management guidance. If these decisions are not found in these plans they maybe developed in the FMP (See revised BLM Handbook 1601-1 Appendix C and also pg2 Chapter I, section B of this document). Chapter IV will then summarize the overall wildland fire management program for the fire planning unit.

An FMU is any land management area definable by objectives, management constraints, topographic features, access, values to be protected, political boundaries, fuel types, major fire regime groups, and other attributes that set it apart from the management characteristics of an adjacent FMU. Each FMU should be unique as evidenced by objectives, attributes, and management strategies. The development of FMUs should minimize redundancy.

Comprehensive fire program strategies must be developed to meet the desired future condition in the FMU as set forth in management plans. In order for FPA to analyze the fire organizational structure for the FPU, each FMU must have a fire suppression objective. This suppression objective will be identified by the desired maximum number of acres burned by a given fire intensity level annually. The FPA software process is not constrained by fire behavior (ie, fuel or vegetation type), so multiple vegetation types can be present in a single FMU.

While multiple fuel types may exist within the FMU, the FPA software process cannot model non-contiguous FMUs. When FMUs are non-contiguous, but have exactly the same fire management objectives and other FMU criteria, the FMUs may be described as a group with a single narrative, to reduce text. FPA will model each FMU separately.

FMUs may be labeled or summarized in a manner that aids in conveying to the public or our partners general management direction. Categories A, B, C, and D as defined in the Office of Fire and Aviation Instruction Memorandum Number 2002-034 or in an upcoming revision for Appendix C, BLM Handbook 1601-1, are no longer required. Although, these requirements are no longer in effect, they may continue to be used to aid in the description of the fire management strategies within the FMUs.

At a minimum, this section of the FMP will include the following information for each FMU:

FMU Description

Location - A physical description of the FMU location and acreages by ownership. Ensure a map identifying the FMUs is included in an accessible Geographic Information System database.

Characteristics - Discuss physical and biotic characteristics (soil, air, cultural, historical resources, topography and real property, vegetation, aquatic resources, wildlife, threatened and endangered (T&E) species).

Fire History - Discuss the historic role of fire, fire ecology and fire history of the fire management units ecosystem, including approximation of natural fire cycle, suppression history, and other land use activities that have affected fire management. Discuss the specifics of the wildland fire management situation for the FMU, including, but not limited to: Historical weather analysis, fire season, and fuel characteristics in relation to fire behavior.

Fire regime/condition class – Delineate historic fire regime groups and their current condition class as low, moderate, or high risk of loss to key ecological components that define them. (For further information see "Coarse-Scale Spatial Data for Wildland Fire and Fuel Management", GTR-RMRS-87). A map showing the low, moderate, and high risk areas should be included in the FMU appendix.

Values at Risk – Describe key resource or social values to be protected from unplanned and unwanted ignitions within the FMU.

Communities at Risk - Describe communities to be protected within the FMU. At a minimum, discuss any communities within the FMU that have been identified in the Federal Register. To locate the Federal Register communities at risk see the following website: http://www.fireplan.gov/communities_at_risk.cfm.

Fire Management Objectives

This section lists quantifiable fire management objectives to be accomplished using a number of fire management tools. These objectives must be linked to and provide support for resource goals and objectives and wildland fire management goals found in chapter II and III-A. At a minimum include fire suppression objectives and desired fire regime condition class objectives.

Fire Management Strategies

This section outlines actions that will be taken that will be taken or constraints that will be observed in order to achieve the fire management objectives. If Fire Management Direction is common throughout either the FPU or all the FMUs then a section listing those can be developed at the beginning of this section rather than restating them for each FMU.

Suppression Identify any conditions that result in extreme fire behavior, increased resistance to control, and safety concerns. List suppression constraints and restrictions (see Map).

Wildland Fire Use - If wildland fire use is a consideration in this FMU, describe the maximum number of acres allowed using unplanned ignitions. Describe any additional environmental, social, or political decision criteria not already included as specified in the Wildland and Prescribed Fire Management Policy-Implementation Procedures Reference Guide-Stage I analysis.

Prescribed Fire – Describe the number of acres proposed for treatment using prescribed fire within the FMU. Describe how the treatments will accomplish the specified resource management objectives. Identify the proposed prioritization criteria and schedule for completion of the prescribed fire treatments over the life of the FMP. BLM offices should input this information into Risk Assessment Mitigation Strategies (RAMS) or other acceptable database.

Non-fire fuels Treatments (include by-products utilized) - Describe the number of acres to be treated using non-fire treatment types within the FMU (i.e. mechanical, biological or chemical methods) within the FMU. Describe how the treatments will accomplish the resource and fire management objectives and identify the proposed schedule and priorities for their completion. BLM offices should input this information into RAMS or other acceptable database.

Post Fire Rehabilitation and/or actions needed for Restoration -Describe rehabilitation and restoration strategies. Include best management practices, constraints and restrictions for rehabilitation and restoration activities within this FMU.

Community Protection/Community Assistance –Describe the number of communities needing risk assessment and hazard mitigation plans. Identify the proposed schedule for completion of these activities over the life of the plan.

Example:

The following section contains an example of what might be included in the FMU description:

Description of FMU- Jump Mountain

Location – This FMU is located north of Bridger and consists primarily of the Silver Creek and Jump Mountain drainages (see Map). This area total 742,500 acres encompassing 12,500 acres of private lands, 500,000 acres of BLM administered lands, 30,000 acres of the Big Doe National Wildlife Refuge (NWR), and 200,000 acres of Forest Service lands. All NWR lands will be managed in conjunction with BLM lands.

Characteristics - This FMU consist of mountainous and upland hills with limited access to Jump Mountain. Elevations range from 5,000 ft. in the lowest locations to 8,000 ft. in the highlands. The dominant vegetation in this FMU is sagebrush with cheatgrass invading into portions of the area. Use in this FMU includes livestock grazing and 240,500 acres of deer winter range. Air and water quality in the FMU meets National Air Quality standards.

Soils are granitic, with ridges and mountain slopes shallow and prone to ditching and cutting during major water events. In stream courses and low lying areas, soils are deep and consist mainly of heavy clays and due to the condition class of the vegetation erosion does not occur in these areas. There are numerous small canyons and intermittent streams that bisect the FMU. Due to the topography throughout this FMU there is very limited access. Primitive roads allow limited accessibility to four-wheel drive vehicles only. Dispersed lithic scatters are on ridges and overlooks throughout the area. No established cultural or historical sites have been located in the FMU. No Federally listed threatened and endangered species or critical habitats have been identified in this FMU. Boundary line fences intersect the FMU. Big Doe National Wildlife Refuge headquarters offices are located within the FMU. Hazardous fuels treatments have reduced the risk of fire at the NWR headquarters facilities.

Fire History – Lightning caused fires account for (90 %) of all unplanned ignitions, the remainder are human caused. Predominant fire size classes are C and D. On average, one size class E fire occurs annually. From 1982 to 2002, 200 fires have occurred within the FMU, for a total of 30,000 acres. Suppression fires typically occur between June 1 and September 30. Historical weather data indicates frost occurs at the higher elevation (approximately 7000’ and above) every month of the year. Maximum temperatures for the FMU rarely exceed 80 degrees during the fire season. Throughout the summer months frequent lightning storms bring wetting rains.

Fire behavior differs within the two major fuels groups. Fires occurring in the cheat grass typically exhibit high rates of spread in front of thunder cells. Wetting rains and increased humidities greatly reduce rates of spread and suppression resources are effective in suppressing ignitions. Alternatively, if rain does not occur with the thunderstorm event, large fires may occur. In contrast to the cheatgrass fuel type, fires occurring in the sagebrush typically are easier to suppress because of higher live fuel moistures and reduced burning conditions at higher elevations.

Fire Regime/Condition Class – Convert 20,000 acres, which is currently cheatgrass (Condition Class 3), to a sage brush/perennial grassland vegetation type (Condition Class 2 or 1) within the next 10 years.

Values at Risk – Primary values to be protected consist primarily of deer winter habitat, existing sage brush, range improvements, and dispersed lithic scatters.

Communities at Risk – There are no identified communities at risk within this FMU.

Fire Management Objectives – 1) Provide a mosaic of age classes in the sagebrush/perennial grassland vegetation type, 2) Reverse the conversion of sage brush perennial/grassland to an annual cheatgrass type.

Suppression Objectives:

-Optimally, no more than 25 percent of deer winter range will be burned or regenerated over the next 10 years.

-Cultural resources will be protected in the area.

Fire Use and Prescribed Fire Objectives:
-Use prescribed fire and mechanical/chemical treatments to create a vegetative mosaic, with emphasis on limiting the spread of cheatgrass and reducing its extent on the landscape,
-All local air quality objectives will be met.

Non-Fire Fuels Treatment Objectives: Multi staged treatments will be utilized, including chemical and mechanical treatments will be utilized to reduce cheatgrass competition with native plant species.

Post Fire Rehabilitation and/or Restoration Objectives: Aggressive post fire rehabilitation and restoration will be initiated to facilitate reestablishment of sage brush and perennial grass communities.

Community Protection/Community Assistance Objectives: There are no identified communities at risk in this FMU.

Fire Management Strategies-

Suppression – No more than 10 percent of the FMU will be burned over a ten year period. The priority for AMR is to prevent wildland fires from spreading to private and other agency lands. Use AMR to manage all fires in accordance with management objectives based on current conditions and fire location. All fires occurring at Fire Intensity Levels (FILs) 1-3 will be suppressed at <1,500 acres 90 percent of the time. All fires occurring at FIL 4-6 will be suppressed at <1,000 acres 75 percent of the time. Once the decadal burn target has been reached of 74,250 acres, from either planned or unplanned ignitions, a review of objectives and strategies will be initiated to develop new suppression criteria on all wildland fires.

In areas where cultural sites are known or suspected to occur, heavy equipment use will not be allowed. When earth disturbing actions take place, an on-site archaeologist will monitor work activities.

Wildland Fire Use –Wildland fire use for resource benefit is not an identified fire management option within this FMU.

Prescribed Fire - Treat 1,000 acres per year. Fuels treatments may be considered as needed by a site-specific plan. To ensure that impacts of prescribed burning on air quality are predicted and measured accurately and completely, state air quality regulators to provide guidance on revision or expansion of an appropriate monitoring system. The monitoring system will be used to measure the magnitude and extent of air quality impacts from representative prescribed and wildland fires.

Non-fire fuels Treatments (include by-products utilized) – The implementation of non-fire fuels treatments (mechanical and chemical) may be considered as needed by a site-specific plan. Approximately 1,000 acres will be treated annually to accomplish cheatgrass reduction as stated in the LUP. Reseeding will be considered as part of the project objectives.

Restoration and Rehabilitation - Restoration and rehabilitation will emphasize the re-establishment and perpetuation of habitat diversity and the reduction of annual grass establishment and proliferation. Site specific projects will be considered to meet the objectives as identified in the LUP.

Community Protection/Community Assistance Objectives – There are no identified communities at risk in this FMU.

IV. Fire Management Components:

The Template states, "*Each Fire Management Plan is composed of the following wildland fire management components that define and document the unit's wildland fire program. Each of these components should be addressed in detail as it relates to the wildland fire management program described above in Section III. Although individual sub-elements of each of these components may differ from organization to organization, they should be addressed as needed either in this section, or a reference should be cited as to where this type of information can be found.*"

A. Wildland Fire Suppression

The Template states, "*This section includes program direction for suppression actions taken on fires for which suppression is the appropriate management response (e.g., the fire is not being managed for resource benefits). A full range of suppression response is available consistent with objectives, constraints, or other direction for a Fire Management Unit. It would include program areas such as preparedness (including prevention and community education programs, community grant programs, and assistance, training, qualifications, readiness, detection, and aviation), initial attack (Initial Action), extended attack (Incident Management), and other management considerations (e.g. air quality).*"

BLM Direction

This Chapter summarizes the specific wildland fire management guidance given in Chapter III.

Describe the following elements related to wildland fire suppression/preparedness actions:

1. **Fire Planning Unit Fire History**
   Briefly describe the fire occurrence within the FPU, include all fires occurring in the fire planning unit, categorized by managing agency, for a specific time period as specified by FA 600. Describe average yearly fire occurrence and acreages. Include major fire causes and discuss any unusual or significant events. The relationship between fire size, fire behavior, and intensity levels should also be included.

2. **Suppression/Preparedness Actions**
   Briefly discuss the fire suppression strategies within the fire planning unit. Fire suppression strategies may range from an aggressive initial attack strategy to monitoring. An approved Wildland Fire Use Plan must be developed for any areas identified fire use. Explain how the AMR strategies consider Areas of Critical Environmental Concern, critical habitat for T&E species, areas of soil instability, and areas of other critical resource constraints. Preparedness action guidance can be found in the "Interagency Standard for Fire and Fire Aviation Operations" (Red Book) and the Office of Fire and Aviation website at http://www.fire.blm.gov/.

3. **Fire Prevention, Community Education, Community Risk Assessment, and Other Community Assistance Activities (Firewise).**
   Explain briefly the overall wildland fire prevention and community education and assistance programs for the fire planning unit. Summarize the findings and goals of any risk assessments or mitigation plans in place or under development. Describe the human-caused fire risk(s). Describe the main activities of the office related to fire prevention. Highlight the prevention program successes the fire planning unit has experienced. Include the prevention plan for the FPU in the appendix.

   a. Prevention Program - Describe in general terms the wildland fire prevention goals and objectives for the unit.

   b. Special Orders and Closures - Describe situations that set up special actions for high-intensity prevention activities. Summarize restrictions and closure criteria, if any, as presented in the FPU fire prevention plan and provide a cross-reference to the appropriate appendix.

   c. Industrial Operations and Fire Precautions - Describe restrictions for industrial operations based on fire danger indices.

4. Fire Training Activities
Identify recurring training activities.

a. Qualifications and Fireline Refresher - Identify critical qualification and position needs and describe training budget needs for the fire planning unit. Identified training needs may need to be tiered from regional assessments or be conducted jointly with interagency partners.

b. Fire Season Readiness
Describe the work needed to ensure the fire readiness of equipment, personnel, and supplies. Identify typical fire season dates.

5. Detection
Describe the offices detection program. Identify staffing and equipment necessary to implement the detection program.

6. Fire Weather and Fire Danger
Include the fire planning units Fire Danger Operating plan in the appendix.

7. Aviation Management
Discuss the aviation management program for the FPU. The agency (ies) Aviation Plan should be include in appendix___.

8. Initial Attack
Discuss preplanned initial attack strategies. Any known safety hazards should be identified.

9. Extended Attack and Large Fire Suppression
The BLM requires no narrative in this section. This section is here to maintain consistency with the format of the FMPs of other agencies. BLM direction for extended attack and large fire suppression is outlined in the Interagency Standards for Fire and Fire Aviation Operations.

10. Other Fire Suppression Considerations
Fire planning units are unique in their management and operation. Any other considerations related to fire suppression can be included here.

Example:

A. Wildland Fire Suppression

1. Fire Planning Unit Fire History Analysis
During the period of 1982-2002, the Fire Planning Unit averaged 41 fires per year, burning 3,104 acres annually. Approximately 95% of these wildfires are Size Class C and D incidents (less than 300 acres in size). On average, lightning accounts for approximately 75% of the annual number of fires while a variety of human caused fires accounts for the remaining 25%.

While the majority of fires are relatively insignificant in terms of size and fire intensity, periodic stand replacement events typically burn at high fire intensity levels (FIL 5 and 6). These fires can be several thousand acres in size.

2. Suppression/Preparedness Actions

Use AMR to suppress all fires in accordance with management objectives based on current conditions and fire location. A response can vary from an aggressive initial action to monitoring. AMR strategies would be tailored to address areas management considerations such as Areas of Critical Environmental Concern (ACECs), critical habitat for T&E species, areas of soil instability, and areas of other critical resource constraints.

Requirements for fire operations/suppression plans can be found in the "Interagency Standard for Fire and Fire Aviation Operations" (Red Book) and the Office of Fire and Aviation website at http://www.fire.blm.gov/. All plans for fire and resource personnel use can be accessed at the Dispatch Office.

See Section V-A of this document for a complete summary of the preparedness organization including staffing, budget, equipment, etc.

3. Fire Prevention, Community Education, Community Risk Assessment, and Other Community Assistance Activities (Firewise).

a. Annual Prevention Program

Prevention is an active part of the fire management program. Details of the prevention program may be found in the Wildland Fire Prevention Plan. Training, prevention posters, and part-time funding for one individual are in the current budget request. Community risks assessments and mitigation activities are conducted in partnership with the local communities each year.

b. Special Orders and Closures

All special orders and closures will be coordinated with local cooperators, recommended by the FMO, and approved by the appropriate manager(s) (see Wildland Fire Prevention Plan).

c. Industrial Operations and Fire Precautions

See Wildland Fire Prevention Plan.

4. Annual Fire Training Activities

a. Qualifications and Fireline Refresher

Training and fitness requirements for all personal involved in fire/suppression support can be found in the 2003 Interagency Standards for Fire and Fire Aviation Management. Attendance at the refresher training along with successful completion of the appropriate level of work capacity testing is a prerequisite for issuance of a red card prior to June 15th annually.

b. Fire Season Readiness

Requirements for preparedness and operational plans can be found in the 2003 Interagency Standards for Fire and Fire Aviation Management, and also located in the fire dispatch center.

5. Detection

The automatic aerial detection program was eliminated in 1995. The Fire Management Staff may request aerial detection services on an as-needed basis from the dispatch center.

6. Fire Weather and Fire Danger

The agency (ies) maintains two Remote Automated Weather Stations (RAWS) as follows:

Name	NWS ID	NESS ID	Elevation	Latitude	Longitude
Soda Creek	051703	323591C8	5,500	39 34.000	105 59.000
McClure Pass	052810	3235B724	8,080	39 07.567	107 17.117

The dispatch center staff is responsible for recurrent daily activities to manage RAWS data and for the input of key dates to initiate seasonal data collection and termination.

A portable RAWS station is available, that can be installed to provide site specific weather information for projects where permanent RAWS information is not sufficient to collect needed data for a specific site.

All unit RAWS use NFDRS fuel model C along with the energy release component to develop fire danger ratings on a daily basis.

7. Aviation Management

Local vendors are available to provide point-to-point transportation, aerial ignition platforms and reconnaissance missions to support resource management activities.

8. Initial Attack

All fires within the FPU will be managed with suppression actions consistent with preplanned dispatch protocols (run cards and preplanned dispatch plans) in conformance with resource management objectives identified in this plan. Tactics and strategies will be based on the current and predicted weather and fire behavior. Firefighter and public safety is always the first priority. Use the following information for determining initial attack priorities.

The highest priority FMUs within the fire planning unit for initial attack are ranked as follows:

1.)

2.)

3.)

As fire complexity increases, additional staffing will be requested as appropriate and consistent with incident complexity.

9. Extended Attack and Large Fire Suppression

The BLM requires no narrative in this section. This section is here to maintain consistency with other agencies format. BLM direction is outlined in the Interagency Standards for Fire and Fire Aviation Operations.

10. Other Fire Suppression Considerations

Fire planning units are unique in their management and operation. Any other considerations related to fire suppression can be included here.

B. Wildland Fire Use

The Template states, "*This section includes direction for managing wildland fires for resource benefits. It includes direction for such things as decision criteria, implementation procedures, identifying objectives, constraints (air quality, etc.), required personnel, public interaction, and documentation and reporting requirements (e.g., costs).*"

BLM Direction

This section of the fire management plan should summarize any unit-wide fire planning information necessary to prepare for and implement a Wildland Fire Implementation Plan (WFIP) for wildland fire use for resource benefits.

1. Description of the wildland fire use opportunities
Identify areas where wildland fire maybe used for resource benefit within the FPU. Identify the general geographic locations by area. Identify objectives and the collaborative process used in identifying these areas.

2. Preplanned Implementation Procedures
Describe all preplanned wildland fire use implementation procedures. Include annual preseason and fire season activities necessary to prepare for and implement the wildland fire use program, such as interagency agreements, permits, compilation of weather/severity data, and training needs. Include discussion on collaborative planning, decision-making, and implementation processes. Display preplanned actions and Maximum Manageable Areas (MMAs-see Wildland and Prescribed Fire Management Policy Implementation Procedures Reference Guide for definition). Any environmental, social or political decision criteria will be displayed here.

3. Initial Action Procedures
The procedures to implement wildland fire for resource benefits are found in the Wildland and Prescribed Fire Management Policy Implementation Procedures Reference Guide.

4. Required Personnel
Identify positions necessary to implement and manage the wildland fire use program. Identify local and national preparedness level directions that preclude wildland fire use implementation.

5. Public Information
Describe how the public will be provided information and educational material regarding wildland fire use activities.

Example:

1. Description of the wildland fire use opportunities

   Within the Fire Planning Unit there are 5 FMUs where wildland fire maybe used for resource benefits. These FMUs are:

   1.)
   2.)
   3.)
   4.)
   5.)

   Specific objectives for each FMU are listed in chapter 3. These wildland fire implementation areas were identified through the LUP and the activity level process.

2. Preplanned Implementation Procedures

   Annual activities required to designate and manage incidents for wildland fire use include:

   - Local communities, county officials, and the Resource Advisory Council (RAC) have been involved in discussion on proposed wildland fire use areas. Notification procedures have been established to alert these officials when a fire maybe managed for resource benefit within each FMU.

   - Necessary management action points have been identified for each FMU. These management action points can be found in Appendix ____.

   - An open burning permit has been obtained from the State.

   - Wildland fire use applications will follow the National Interagency Mobilization Guide direction when in preparedness level IV and V.

3. Initial Action Procedures

   All wildfires will be subject to an initial attack response. This response will include size up of the current fire situation, determination of probable fire cause and estimate of potential for fire spread. A suppression action will be initiated unless the fire is determined to be a candidate ignition for management as a wildland fire use incident. All candidate ignitions will be managed in accordance with the procedures and requirements outlined in the Wildland and Prescribed Fire Management Policy Implementation Procedures Reference Guide. All ignitions determined to be human caused will be suppressed using an appropriate management response.

4. Required Personnel

   The FPU is capable of managing wildland fire use incidents up to and including those at the Type II complexity level. A Fire Use Management Team will be ordered for incidents exceeding this level of complexity. Current qualified staff members may act as interim fire use managers pending the arrival of a Fire Use Manager (FUMA) or Fire Use Management Team. A current list of all personnel qualified to manage and/or assist in wildland fire use incidents is available through the respective agency (ies).

- Public information/coordination should occur with agency (ies) public affairs staff to prepare pre-season news releases,

- Target audiences include: agency (ies) staff and publics focusing on special use permittees, recreationists and public or communities that would be potentially affected by a wildland fire use incident.

C. Prescribed Fire

The Template states, "This section describes planning and implementation for prescribed fire. It includes direction for; annual activities for implementation, long term prescribed fire program, required qualified personnel, prescription requirements, prescribed fire plan requirements, air quality and smoke management, treatment maps, and documentation, and reporting requirements, etc."

BLM Direction

1. Planning and Documentation

a. Summarize the fire planning units prescribed fire program as described in chapter III. Describe preseason activities (ie equipment preparation, permits and approvals, workshops and public contacts, newsletters, etc.) to prepare for and implement the program (do not include copies of specific prescribed fire planning unit burn plans). Include discussion on collaborative processes in planning, priority setting, and implementation. Establish a prioritized list of projects for the fire planning area.

1. Number of projects implemented through local contractors.

2. Total acres treated in Condition Class 2 moved to Condition Class 1.

3. Total number of acres treated in Condition Class 3 moved to Condition Class 2 or 1.

b. Identify numbers and kinds of qualified personnel necessary to plan and execute the proposed annual prescribed fire program.

c. Include both short-term and long-term overall program effectiveness monitoring objectives. Emphasize protocols and criteria needed to determine if objectives have been met.

d. Develop a fuel treatment map displaying past accomplishments and proposed treatments.

2. Air Quality and Smoke Management

a. Describe pertinent air quality issues.

b. Describe all measures to prevent or mitigate adverse smoke events. A detailed smoke management plan may be developed cooperatively with the State regulatory agency responsible for regulatory air quality management. Describe any pertinent air quality issues, including:

1. Location of Class I air sheds and clean air corridors.

2. Description of pre-identified smoke sensitive areas.

3. Local and regional smoke management restrictions and procedures.

Example:

1. Planning and Documentation

The agency (ies) maintains two terra torches and one helitorch for prescribed fire operations. These are stored through the winter and refurbished each spring prior to burning season. There are approximately twenty five drip torches available year-round.

Projects to treat in areas outside the Wildland/Urban Interface are prioritized as follows:

a.) Watershed protection

b.) Restoration of fire dependant ecosystems (primarily condition class 2 areas)

c.) Maintenance of ecosystems currently in fire condition class 1.

Project level analysis, through the NEPA process and other state and federal regulatory compliance processes, document the purpose and need for treatment. This analysis also identifies the goals and objectives that the prescribed fire treatment is intended to achieve.

Primary burn windows for FPU occur in the spring. Burning is also accomplished in the summer and fall. Pile burns are planned and implemented during the winter when other burning opportunities are not available.

The prioritized listing of projects is located in appendix ____. Future project workloads are maintained in the RAMS system.

Identified position needs to meet the prescribed fire workload are 3 qualified Type 1 Burn Bosses, 3 qualified Type 2 burn bosses,10 ignition specialists and 5 holding specialists.

Prescribed burn bosses are required to evaluate prescribed burns each day upon completion of burning tom assess results and effectiveness of the burn as implemented. These evaluations are maintained as part of the project file. Long term effectiveness monitoring is accomplished by the fuels specialist by analysis of study transects established prior to treatment. These transects are subsequently re-assessed every other year. This data is stored in electronic format.

Maps displaying prescribed fire treatments since 1990 are maintained in Geographical Information System (GIS). Future prescribed fire treatments are also listed in the GIS data base.

2. Air Quality and Smoke Management

Air quality across the FPU is generally good. There is a non attainment area for PM 10 around the community of _____. There is a non attainment area for ozone around the community of _____.

There are 3 Class 1 airsheds near or adjacent to the FPU, two of which could be impacted from smoke produced from prescribed fires ignited within each FMU. These are the _____ and the _____ wilderness areas. The third class one area (_____ wilderness area) is located to the West of the FPU. Prevailing winds typically carry smoke away from this wilderness. Prescribed fires are ignited under conditions that facilitate high lofting of smoke into the transport layer and over the two wilderness areas. Any impacts produced are short term in nature.

Best management practices from the Interagency Smoke Management Guide are incorporated into individual prescribed burn plans.

Permits must be obtained from the State DEQ for all prescribed burn projects. Lists of proposed projects must be submitted to the state by February 1 of each year. Permits are issued by March 1st. Prior day approval for each burn is required the day before planned ignition from the State. The burn season is closed from December 15th until February 1 of each year.

D. Non-Fire Fuel Treatments

The Template states, "*This section describes planning and implementation for non-fire fuel treatments. It includes direction for; annual activities for implementation, equipment and seasonal use restrictions, effects monitoring requirements, and reporting, documentation, etc.*"

BLM Direction

Summarize the fire planning unit's non-fire treatment activities in relation to the following:

1. **Number of acres treated by non-fire methods.**
2. **Number of acres treated mechanically with by-products utilized.**
3. **Number of projects implemented through local contractors.**
4. **Total acres treated in Condition Class 2 moved to Condition Class 1.**
5. **Total number of acres treated in Condition Class 3 moved to Condition Class 2 or 1.**

Example:

Approximately 15 projects totaling about 7,500 acres are planned for each year across the FPU. Of this total, approximately 5,000 acres per year will be treated by mechanical treatments (WUI projects). Fuel reduction in cheatgrass areas, accomplished by a combination of chemical and mechanical treatments, will account for approximately 2,500 acres per year. These areas will be converted from condition class 3 to condition class 2. There are no acres proposed for conversion from condition class 2 to condition class 1. One treatment project is proposed using biological treatment (goats) to reduce fuel loading in oak brush.

Approximately half of the WUI projects will be implemented using local contractors. The agency (ies) is working with a local company to make biomass available for wooden erosion control structures under a stewardship contract.

E. Emergency Stabilization and Rehabilitation

The Template states, "*This section references post-fire emergency stabilization, rehabilitation and restoration planning and implementation. Refer to the Interagency Burned Area Emergency Stabilization and Rehabilitation Handbook.*"

BLM Direction

Summarize the fire planning units' stabilization and rehabilitation program. Describe historic annual workload to prepare for and implement the program. Include discussion on collaborative processes in planning, priority setting, and implementation. Any unit-wide plan developed to guide emergency stabilization and rehabilitation should be included in the appendix. Treatment activities must conform to the BLM Supplemental Emergency Stabilization and Rehabilitation Guidance, the LUP, and the Normal Year Fire Stabilization and Rehabilitation Plan.

Emergency Stabilization and Rehabilitation (ESR) needs will be established in a wildland fire ESR plan. Rehabilitation and restoration efforts will be undertaken to protect and sustain ecosystems, ensure public health and safety, and to help communities protect infrastructure such as watershed and roadways. The agency (ies) will develop program planning and budgeting information for rehabilitation treatments in accordance with the preferred alternative in the LUP and updates this information on a yearly basis in the Normal Year Fire Plan.

For information see the BLM Supplemental ESR Guidance. This supplement provides specific BLM guidance and is tiered to the Department of Interior (DOI) ESR Handbook (http://fire.r9.fws.gov/ifcc/esr/handbook/) relative to planning and implementing ESR projects on public lands administered by the BLM.

Example:

Historically Emergency Stabilization and Rehabilitation (ESR) workload has been approximately 2,000 acres per year. Most of the ESR needs have been in the sagebrush/perennial grassland type where cheatgrass has proliferated the vegetative community. Once sagebrush has burned, exposed soils lose stability and cheatgrass is the first species to establish on site.

The long term objective is the reestablishment of a native grass and sagebrush community. Short and long term goals are to help mitigate fire-related degradation to natural and cultural resources, to minimize threats to life or property resulting from the effects of a fire, or to repair/replace/construct physical improvements necessary to prevent degradation of land or resources. Long-term restoration actions include the establishment of native shrub species on site to re-establish pre fire sagebrush/perennial grass cover.

Short-term ESR actions are aimed primarily at damage caused by the suppression effort itself and include construction of protective fences, construction of water erosion abatement structures, aerial seeding, and drill seeding a mixture of grass and forb species to re-establish ground cover to hold soil in place in critical areas. In the short term, non-native grass (such as crested wheat) may be seeded to promote soil stability and reduce the establishment of cheatgrass.

Documentation requirements have been established by the resource and fire management staff and are identified in the Normal Year Fire Stabilization and Rehabilitation Plan. They include identification of projects in the Rangeland Improvement Project System (RIPS), Annual Work Plan (AWP), Management Information System (MIS), and National Fire Plan Operations Reporting System (NFPORS). The Normal Year Fire Rehabilitation Plan is included in Appendix_____.

Short-term monitoring requirements include evaluation of treatment implementation and its initial effectiveness. Post-treatment monitoring may include vegetative transects or the establishment of permanent photo points depending on specific project objectives.

Resource specialists and fire management staff with GIS specialist support conduct long term monitoring at the FPU level.

F. Community Protection/Community Assistance

There is no specific template language for this section.

BLM Direction

Summarize the fire planning units' Community Protection/Community Assistance information with the following performance measures:

1. Total number of WUI communities at risk with completed and current fire management plans or risk assessments.

2.Total number of WUI communities at risk with fire prevention programs in place and being implemented.

3. Total number of WUI communities at risk that initiated volunteer and community funded efforts to reduce hazardous fuels resulting in the removal of the community from the at-risk list.

4. Provide a general overview of the rural fire assistance program within the FPU. Identify priority rural fire assistance workload. Briefly summarize past accomplishments, communities served, and type of assistance (training provided, PPE procured, equipment purchased, etc.).

Example:

There are 5 communities within the FPU that are listed in the Federal Register as communities at risk. None of these communities has completed a Community Risk and Action Plan. The communities have held several public meetings to address the WUI situation but fully collaborative planning efforts have not yet begun. Following is a list of these communities prioritized for accomplishment of Community Risk and Action Plans:

1.)
2.)
3.)
4.)
5.)

Community priority 1 and 2 will be completed in FY____. Priority 3 and 4 will be completed in FY____. Community 5 will be completed in FY____. As these plans are completed specific actions will be included in this Fire Management Plan.

A hazard mitigation plan has been completed for the community of _____. Projects, by priority are listed in this plan. Full implementation of projects to reduce the risk to this community should be completed by FY 2009.

Rural fire assistance grants have been awarded to the communities of _____ and _____. Specific items purchased have included PPE (primarily nomex and gloves), funding for Firewise meetings and projects, and a fuels project on the western edge of _____ to provide a fuel break between BLM land and the community.

V: Organization and Budget

Template language, *"This section contains information pertaining to the wildland fire management organization and budget. It identifies the fire organization and budget needed to achieve the goals and objectives outlined in land and resource management plans and the fire management plan. It includes such things as the number, timing and location of the workforce and necessary equipment. The wildland fire management organization is normally based on analytical tools such as the Interagency Initial Attack Assessment (IIAA). This section identifies the budget level to support the fire management organization. It identifies both the desired and current fiscal year organization and budget levels if they are different. Contract resources and supplemental and cooperative agreements should be identified and referenced here."*

BLM Direction

A. Budget and Organization

Describe the desired budget/organization needed to accomplish 100 percent of program objectives summarized in Chapter 4. Discuss fire cache considerations, including cache size (number of personal supported) appropriate stocking levels, staffing, annual budget and management. Summarize (by chart) equipment needs for the initial attack and support organizations. Include items such as engines, tenders, dozers by type and associated support and management vehicle and equipment needs.

Budget needs should be summarized by agency and FPU. Information from the most recent Personal Computer Historical Analysis (PCHA) and the Interagency Initial Attack Analysis (IIAA) will be used and updated until replaced by FPA for initial attack modeling. RAMS or other acceptable databases will be used to analyze budget needs related to the fuels, prevention, mitigation, and WUI.

When describing the desired fire management program, use the term Normal Year Readiness. This term replaces Most Efficient Level (MEL) used in past analysis and program descriptions. Once the budget for the fire planning unit is determined, Offices will need to describe Office specific budget and organization needs to submit during the Bureau and other partner budget appropriation process. Annually this section will be updated in an Appendix. Describe the impact of the current year budget allocation on the Normal Year Readiness request. This section will then describe the impact of the budget allocation on meeting overall program objectives.

The following table will be used to describe the fire planning units organization:

Resource	Current Staffing	Desired Staffing	Normal Activation	Sub Activity	Cost
FMO	1	1	Yearly	2810	$
AFMO	1	1	Yearly	2810	$
Type 4-Engine (3)	15	21	May-Oct	2810/2823	$
Type 6-Engine (3)	10	18	May-Oct	2810/2823	$
Interagency Hotshot Crew	20	24	May-Oct	2810/2823	$
Fuels Specialist	1	1	Yearly	2823	$
Dispatch	3	4	Yearly	2810/2823	$
Fuels Crew	8	8	June-Sept	2823	$
Risk/Mitigation/Education Specialist	1	2	May-Sept	2810	$
Resource Specialist	3	3	Yearly	2823	|$
Administrative Support	2	2	Yearly	2810/2823	$

B. Assistance Agreements and Intra/Interagency Agreements

This section should list agreements that pertain to fire management activities for the fire planning unit. A copy of these agreements must be available in dispatch.

C. Equipment Rental Agreements

A copy of these agreements must be available in dispatch as part of the service and supply plan.

D. Contract Suppression and Prescribed Fire Resources

A copy of these agreements/contracts must be available in dispatch as part of the service and supply plan.

Example:

See BLM Direction listed above for narrative development.

VI. Monitoring and Evaluation

Template language, "*This section outlines monitoring and evaluation requirements. It identifies components, procedures, time frames, responsibilities, and reporting requirements for monitoring and evaluating whether the FMP is being implemented as planned and whether fire-related goal and objectives are being achieved. Information obtained from monitoring and evaluations is used to update the FMP as well as land use plans.*

Monitoring and reporting of national wildland fire performance measures will also be addressed."

BLM Direction

Describe the monitoring procedures on-going and needed to evaluate FMP performance in meeting fire/resource management objectives as outlined in the LUP and activity plans.

Project level plans will be evaluated to ensure that the treatment/action meets the purpose and need for the project.

Accomplishments for performance measures will be reported in the MIS.

Example:

See BLM Direction listed above for narrative development.

Glossary of Terms – A complete glossary of terms will be developed by the agency (ies) preparing this FMP.

Appendix A – GIS maps of FPU and FMUs
B -
C -
D -
E -

References - To be determined by the office(s) preparing this FMP.